

Message Text

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PAGE 01 TOKYO 09245 01 OF 02 231023Z
ACTION EA-12

INFO OCT-01 ISO-00 CIAE-00 PM-05 H-01 INR-10 L-03
NSAE-00 NSC-05 PA-01 SP-02 SS-15 ICA-11 LAB-04
SIL-01 ACDA-12 OMB-01 TRSE-00 /084 W
-----086140 231032Z /10

R 230931Z MAY 78
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC 8148
INFO SECDEF WASHDC
CGUSARJ CP ZAMA JA
COMUSJAPAN YOKOTA AB JA
CRDUSAGO MAKIMINATO JA
CDRUSAGH CP ZAMA JA
DA WASHDC
CINCPAC HONOLULU HI
CDR/USACSG FT SHAFTER HI
CDR MCB CP BUTLER JA
CDR 18TH TFW KADENA AB JA
CG/5TH/AF YOKOTA JA
COMNAVFORJAP YOKOSUKA JA
AMCONSUL NAHA
OAC CAMP BUTLER OKI
OAF0 CP BUTLER JA

C O N F I D E N T I A L SECTION 01 OF 02 TOKYO 09245

CINCPAC FOR J-12, J-1, J-74 AND J-5

E.O. 11652: GDS
TAGS: MARR,JA,US
SUBJECT: OKINAWA RIFS AND COST SHARING

REF: (A) NAHA 211 (NOTAL), (B) CDRUSARJ 150152Z MAY 78
(PASEP)

SUMMARY: EMBASSY IS MUCH CONCERNED ABOUT POSSIBILITY THAT
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PAGE 02 TOKYO 09245 01 OF 02 231023Z

PROPOSED ANNOUNCEMENT OF LARGE-SCALE RIFS IN RELATED
REALIGNMENT OF SERVICE FUNCTIONS ON OKINAWA, APART FROM
CAUSING CONSIDERABLE DIFFICULTY FOR SMOOTH OPERATION OF
OUR BASES ON OKINAWA, WILL THREATEN SUCCESS OF GOJ EFFORTS
TO PROVIDE COST RELIEF FOR US FORCES. WITH STRONG POSSI-
BILITY NET LOSS TO USG WILL FAR OUTWEIGH ANY SHORT-TERM
BUDGET SAVINGS, WE RECOMMEND: (1) DRAWING CLEAR DISTINC-

TION BETWEEN RIFS RELATED TO ARMY DRAWDOWN, WHICH LOCAL POPULACE HAS COME TO REGARD AS INEVITABLE, AND THOSE OCCASIONED BY INABILITY OF RECEIVING SERVICES TO TAKE ON ALL EMPLOYEES ASSOCIATED WITH FUNCTIONS TO BE TRANSFERRED; AND (2), DEFERRING ANNOUNCEMENT OF REALIGNMENTS IN FORMER CATEGORY IF AT ALL POSSIBLE UNTIL GOJ BUDGET CYCLE HOPEFULLY INCORPORATING COST RELIEF IS WELL UNDERWAY. END SUMMARY.

1. EMBASSY RECOGNIZES THAT REALIGNMENT OF SERVICE FUNCTIONS ON OKINAWA HAS LONG BEEN IN WIND AND THAT GENERAL PARAMETERS HAVE BEEN KNOWN TO SELECTED GOJ OFFICIALS FOR SOME TIME. AT SAME TIME, WE ARE CONVINCED ON BASIS OF CONVERSATIONS WITH KEY JDA AND MOFA OFFICIALS CONCERNED THAT PROPOSED ANNOUNCEMENT WILL NOT ONLY CAUSE GREAT POLITICAL DIFFICULTY IN OKINAWA BUT, PERHAPS MORE IMPORTANTLY, COULD WELL JEOPARDIZE EFFORT BY OUR FRIENDS WITH GOJ TO SECURE ADDITIONAL COST RELIEF FOR US FORCES.

2. CRUX OF PROBLEM WAS LUCIDLY SET OUT BY DFAA DIRECTOR GENERAL WATARI MAY 18 WHEN BRIEFED BY USFJ COS ON PROPOSED ANNOUNCEMENT. WATARI SAID THAT IN ANTICIPATION SUBJECT MIGHT BE RAISED, HE HAD CONSULTED THAT MORNING WITH DEFENSE MINISTER KANEMARU AND VICE MINISTER MARUYAMA, BOTH OF WHOM EXPRESSED STRONG MISGIVINGS. THEY POINTED OUT THAT WITH EXTENSION OF DIET, MAY 31 ANNOUNCEMENT WOULD IN FIRST INSTANCE MUDDY POLITICAL WATERS, PROBABLY COMPLICATING

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PAGE 03 TOKYO 09245 01 OF 02 231023Z

GOVERNMENT'S LEGISLATIVE CALENDAR. FAR MORE SIGNIFICANT PROBLEM, HOWEVER, WAS EFFECT THEY FORESAW ON THEIR CONCERTED ATTEMPTS TO PROVIDE ADDITIONAL COST RELIEF TO US FORCES. WHILE JDA WAS STRONGLY IN FAVOR OF MAXIMUM RELIEF PACKAGE -- THEIR TERM IS "COST REDUCTION" -- THERE WAS LONG WAY TO GO IN BUILDING CONSENSUS IN OTHER INTERESTED GOJ AGENCIES. MOREOVER, ESSENTIAL PART OF STRATEGY WAS TO SOFTEN OPPOSITION, PARTICULARLY THROUGH USE OF ARGUMENT THAT ONLY BY REDUCING COSTS WOULD IT BE POSSIBLE TO PREVENT REDUCTION OF US FORCES AND ADDITIONAL RIFS. JDA HAD NO HOPE OF ENLISTING ACTIVE SOCIALIST (JSP) SUPPORT FOR COST-SHARING, BUT THOUGHT IT FEASIBLE, AS IN LAST YEAR'S LABOR-COST EFFORT, TO AVOID JSP'S ACTIVE OPPOSITION. ACCORDINGLY, WATARI ASKED THAT ANNOUNCEMENT BE RECONSIDERED WITH VIEW TO ITS DEFERRAL UNTIL END OF AUGUST AT EARLIEST OR, BETTER STILL, END OF SEPTEMBER WHEN BUDGET CYCLE WOULD BE MOVED WELL ALONG. THESE VIEWS ARE SHARED BY CONCERNED MOFA OFFICIAL FROM AMERICAN AFFAIRS DIRGEN NAKAJIMA ON DOWN.

3. LEAVING ASIDE FOR A MOMENT TIMING OF ANY ANNOUNCEMENT, EMBASSY AND CONGEN NAHA BELIEVE THAT DRAFT RELEASE,

AS IT NOW STANDS, IS VERY LIKELY TO CAUSE MISUNDERSTANDING
ABOUT ORIGIN OF RIFS, WHICH IN TURN MAY CAUSE UNNECESSARY
DIFFICULTY FOR SMOOTH IMPLEMENTATION OF REALIGNMENT ACTIONS.
IF WE ARE NOT MISTAKEN, THE APPROXIMATELY 400 RIFS,
SCHEDULED TO TAKE EFFECT AUGUST 31, RESULT ENTIRELY FROM
DRAWDOWN AND TERMINATION OF ARMY FUNCTIONS AND NONE ARE
ATTRIBUTABLE TO TRANSFER OF FUNCTIONS TO OTHER SERVICES.
WE UNDERSTAND ALSO THAT ONLY ABOUT 240 OF GRAND TOTAL OF
800 RIFS ARE RELATED TO TRANSFER OF FUNCTIONS.

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PAGE 01 TOKYO 09245 02 OF 02 231023Z
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C O N F I D E N T I A L SECTION 02 OF 02 TOKYO 09245

CINCPAC FOR J-12, J-1, J-74 AND J-5

4. EMBASSY/CONGEN ASSESSMENT IS THAT OKINAWANS GENERALLY
HAVE BECOME ACCUSTOMED TO INEVITABILITY OF DRASTIC ARMY
DRAWDOWN AND HAVE SOME BASIC UNDERSTANDING OF RIFS RE-
SULTING FROM REDUCTIONS OF ARMY WORKLOAD AND ELIMINATION OF
ARMY FUNCTIONS. PROPOSED PRESS RELEASE, ON OTHER HAND,

WILL LEAD OKINAWANS TO FASTEN ON TOTAL RIF FIGURE OF 800,
WHICH THEY WILL TEND TO ATTRIBUTE, INCORRECTLY, TO TRANSFER
OF ARMY FUNCTIONS TO OTHER SERVICES AND FAILURE OF OTHER
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PAGE 02 TOKYO 09245 02 OF 02 231023Z

SERVICES TO PROVIDE CONTINUED EMPLOYMENT FOR AFFECTED BASE
WORKERS. CONGENITALLY UNFRIENDLY OKINAWAN MASS MEDIA AND
OTHER ANTIBASE ELEMENTS CAN BE EXPECTED TO EXPLOIT SUCH
MISUNDERSTANDING WITH OBJECTIVE OF GAINING ADDITIONAL
SUPPORT FOR THEIR ANTICIPATED CAMPAIGN AGAINST TRANSFER OF
MAKIMINATO SERVICE AREA (MSA) TO MARINES AND TO LESSER
EXTENT TRANSFER OF CHIBANA AMMUNITION DEPOT TO AIR FORCE.
WHILE WE HAVE ALWAYS BELIEVED THAT MARINE MOVE INTO MSA IS
POLITICALLY MANAGEABLE PROVIDED WE HAVE GOJ SUPPORT, TRANS-
FER MUST BE CARRIED OUT WITH MOST POLITICALLY SENSITIVE
PUBLIC AFFAIRS TREATMENT POSSIBLE.

5. WE RECOGNIZE COMPLICATIONS, BUDGETARY AND OTHER, THAT
COULD BE CAUSED TO SERVICES BY CHANGES AT THIS ADVANCED
STAGE OF REALIGNMENT PLANNING. NEVERTHELESS, TAKING INTO
ACCOUNT BOTH LARGER US COST-SHARING OBJECTIVE AND LOCAL
POLITICAL SITUATION, WE FEEL COMPELLED TO RECOMMEND THAT
RIFS BE SPREAD OUT OVER LONGER PERIOD WITH EACH MAJOR
CATEGORY BEING EXPLAINED SEPARATELY FOR THE REASONS PER-
TINENT IN EACH CASE. WE BELIEVE ADVERSE REACTION WOULD BE
MINIMIZED IF THE TRANSFER TO OTHER SERVICES WERE TO BE
ANNOUNCED FIRST IN CIRCUMSTANCES THAT MAKE IT CLEAR THAT
US FORCES HAVE MADE EVERY EFFORT TO KEEP DOWN NUMBER OF
RIFS AND RETAIN AS MANY BASE WORKERS AS POSSIBLE IN THEIR
PRESENT JOBS OR PROVIDE ALTERNATIVE EMPLOYMENT. LARGER
NUMBER OF RIFS NECESSITATED BY DRAWDOWN OR ELIMINATION OF
ARMY WORKLOAD SHOULD, IF AT ALL POSSIBLE, BE DEFERRED TO
LATER DATE. UNDER THIS APPROACH, NO RIFS WOULD BE
ANNOUNCED UNTIL JUNE 30 AND AS MANY AS POSSIBLE OF ARMY
"DRAWDOWN" RIFS WOULD BE DEFERRED UNTIL NOVEMBER 30
(AUGUST 31 ANNOUNCEMENT). WE REALIZE THIS RAISES SPECTRE
OF FY 79 FUNDING FOR JOBS ALREADY DECLARED SURPLUS AND
PERHAPS WE ARE BEYOND POINT OF NO RETURN, BUT STAKES
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PAGE 03 TOKYO 09245 02 OF 02 231023Z

INVOLVED IN COST-SHARING, AS WELL AS SMOOTH IMPLEMENTATION
OF REALIGNMENT ACTIONS, ARE SUFFICIENTLY HIGH TO WARRANT
RECONSIDERATION OF SCHEDULE DESPITE EXPENSE AND INCON-
VENIENCE. WE REALIZE ALSO THERE IS NO GUARANTEE WHAT
COST RELIEF MAY BE FORTHCOMING IN THE END, BUT FEEL HERE
WE MUST REST WITH JUDGEMENT OF THOSE IN GOJ WHO ARE

OUT IN FRONT IN ARGUING FOR FORTHCOMING POLICY.

6. ACTION REQUESTED: WE RECOMMEND THAT DEPARTMENT
APPROACH APPROPRIATE DOD AGENCIES TO SEEK SPLIT PACKAGE
AND DEFERRALS ALONG ABOVE LINES. AT ABSOLUTE MINIMUM,
NO RIF ANNOUNCEMENTS SHOULD BE MADE WHILE DIET STILL IN
SESSION, I.E., BEFORE JUNE 17. MANSFIELD

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